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ABSTRACT

Highlights are presented from 10 critical papers prepared by a panel of experts to describe the relevance of the Statewide Longitudinal Study (SLS) of California community college (CCC) students to each panelist's area of expertise, to identify policy issues or considerations related to SLS data, and to prepare recommendations. The paper begins by providing background on the SLS, the composition and objectives of the panel, and the relationship between the panel's recommendations and the policy commitments of the CCC's. Next, the papers' highlights are discussed in five major areas. First, the mission of the CCC's is addressed in terms of accreditation, evaluation, and accountability. Second, the paper considers the transfer function of the CCC's in relation to articulation with secondary and postsecondary institutions, minority student participation, student goal uncertainty, and changing ways of performing the transfer function. Third, the vocational education function of the CCC's is reviewed in terms of influential social forces, areas for improvement, and the utility of SLS student prototypes. Fourth, the paper examines counseling and supportive service functions with respect to student use of and satisfaction with these services, needs for further research, implications for admissions and records, and funding considerations. Fifth, the fiscal implications of the SLS are examined. Each section concludes with a summary of the major recommendations of the panelists. (DAB)

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THE STATEWIDE LONGITUDINAL STUDY:

AN OVERVIEW OF PERSPECTIVES AND POLICY RECOMMENDATIONS

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THE STATEWIDE LONGITUDINAL STUDY: AN OVERVIEW OF PERSPECTIVES AND POLICY IMPLICATIONS

Background

The Statewide Longitudinal Study (SLS) is perhaps the single most significant piece of sustained research ever to be completed on the enrollment, persistence, and subsequent assessments of students enrolled in the California Community Colleges. Commissioned as a three-year project in 1978, the SLS was the largest Consortium-based Community College Research Project completed in over a decade by any organization, and the data base generated through the course of the study will continue to provide a rich mine of information upon which to draw sound inferences about the nature of Community College education in California, as perceived in the behaviors and attitudes of Students, for many years to come. By the final phase of the Project, approximately 6,500 students from fifteen (15) Colleges had been systematically followed and interviewed at least once during the six (6) semester span of time between Fall, 1978 and Spring, 1982. The Sample was broadly based, and representative of the extremely diverse range and types of newly admitted students in each of the participating institutions.

As the SLS entered its final year, a number of historical influences and events were combining which were seen by leaders throughout the California Community Colleges to have the potential of altering the course of public policy concerning the Mission, Objectives, Programs, Services, and Fiscal Foundations of the most recent partner in California's system of Higher Education. Perceiving that the findings of the SLS Project represented an excellent resource upon which to build policy discussions pertaining to the future of California Community Colleges, the Project Steering Committee, in concert with Dr. William Morris of the Chancellor's Staff, began to seek avenues by which the findings and implications of the SLS could

become more visible. During the Fall of 1981, a Panel of Experts was identified by the Cancellor's Office to review and comment upon the implications of the SLS Data and Reports for policy issues confronting the California Community Colleges in the decade of the 1980's. Panel participants included a number of acknowledged leaders in Research, Administration, Curriculum, Evaluation and Special Services. To provide diversity of perspective and expertise, the Panel included a number of professionals from outside the Community Colleges, as well as a majority from within. By the early Spring, 1982, most of those who had been invited to participate as Panelists had agreed to develop critical papers pertaining to an identified area of expertise. By Fall, 1982, a total of ten (10) papers had been prepared and circulated among members of the Panel.

The attention of the Panel was directed toward four (4) of the Project's six (6) Goals:

- To provide detailed information about pertinent aspects of the student bodies of California Community Colleges.
- To provide information about the effects of college programs on the lives of the students.
- To provide information about the feasibility of using a small-sample, longitudinal study for supplying data to state and federal agencies valid for reporting purposes and for providing individual community colleges with a model to use in answering questions of a local nature.
- To provide assistance in identifying needed curriculum and services for Vocational Education programs for disadvantaged and/or handicapped students, displaced homemakers, single heads of household, homemakers working part-time or for students enrolled in majors that are non-traditional for their sex.

As each critical paper was developed, the Panelist was urged to: 1) describe the context within which the SLS Data and Findings could be viewed as relevant to the Panelist's area of expertise; 2) identify the specific Data and Findings from the SLS which could be judged relevant to the Panelist's area of expertise; 3) identify specific policy issues or considerations related to

the selected SLS Data and Findings, and; 4) develop policy and/or action recommendations based on SLS Data and Findings.

The purpose of this paper is to present selected highlights from the critical papers prepared by the Panel of Experts. Since final drafts of each of the critical papers are currently being completed and will be included with this paper for dissemination and discussion, no attempt is made here to capture the comprehensiveness of views and range of expertise represented by the Panel. Instead, attention will be given to major areas of policy consideration, and to the recommendations for specific policies and/or actions proposed by the Panelists. It should be noted that the views of each of the Panelists are the result of the unique combination of training and experience brought to the Panel by each individual. The preparation of the critical papers was done entirely on a voluntary basis, upon invitation by the Chancellor's Office. In this sense, the Panelists were completely free to make any and all observations deemed to be appropriate based upon review of the SLS Data and Findings. Comments and recommendations by the Panel should therefore be understood for what they are: expert analyses and professional opinions developed by persons with sufficient interest in the SLS Project,and sufficient motivation as individuals, to respond to the opportunity to develop critical comments on this significant piece of research. No claim is made, either individually or collectively, that the critical papers reflect the policy commitments of the Districts or Agencies represented by the Panel, or by the Chancellor's Office of the California Community Colleges.

Highlights of the Panel's Critical Papers

- Mission of the California Community Colleges (Accreditation, Evaluation, and Educational Accountability)

Perhaps the largest policy issue reflected in the SLS Data and Findings is the issue of definition of the Mission and Goals of the California Community Colleges. Over twenty (20) years ago, the basic statement of State policy was developed in the form of the 1960 Master Plan. Throughout the 1970's a series of studies and policy directives were made which essentially reaffirmed the traditional Mission and Goals of the Community Colleges. As typically ennumerated, these include: Career/Vocational Education, Transfer Education, Student Support Services, Community Services and Adult Education (non-credit) responsive to local interests and needs. Since 1978, when the State's ability and commitment to finance Community College education began to be redefined following passage of Proposition 13, the broad scope of the Mission and Goals of the CCC's has been called into increasingly serious question. In a recent CPEC Report, the warning was sharply sounded:

> If choices and priorities are not made, the result will probably be to do everything less well and some things unsatisfactorily. (CPEC, 1981, p. 14)

Although the CPEC statement was not well received among some of the leaders in the California Community College, its content was taken to be incisively true, and its timing was painfully relevant.

Underlying the CPEC statement was the major policy question of what objective foundation would be used, and by whom, to assess the quality of the educational services offered by the CCC's. A number of contending agencies, both governmental and voluntary, lay claim to the professional right and/ or obligation to assess the performance of Community Colleges: CPEC views seriously its responsibility for coordination and program approval among all segments of Higher Education; the BGCCC considers itself to be the principal policy-making body of the State system of CCC's; along with these agencies, others such as the State Department of Finance are charged with monitoring compliance with

mandated procedures and existing State laws. Entirely separate from the governmental agencies are the concerns of the voluntary professional organizations such as the Regional Accrediting Commission and the California Community College Association. Each of these organizations claims at least a portion of the rights and obligations of assessing the effectiveness of the CCC's. and of initiating or enforcing policies, regulations or procedures affecting the accepted Mission and Goals of the segment.

The SLS data base provides for each of these contending voices of concern in the wilderness of educational quality assurance an objective foundation for drawing inferences concerning the effectiveness and impact of the CCC's. Overall, the data tend to support the continuing commitment of the Community Colleges to traditionally defined roles. As reflected in Student Prototype Data, the students appear to be utilizing the CCC's for Transfer Preparation (N=2400; 37.0%), for Vocational Preparation (N=35.5%), and for variously defined Special Interests (27.5%). Viewed in a different context, the SLS Data indicate that over half (53.3%) of the total SLS Sample (regardless of assignes Prototype) could be found in either a Broad or a Specific Occupational Major. Thus, for example, 48.2% of the Transfer Prototype Students declared affiliation with an Occupational/ Vocational field, and 31.5% of the Special Interest Prototypes were affiliated in like manner.

Among Special Interest Students, the typical enrollment pattern (over 75%) appears to be for either two (2) terms, or for one (1) term plus intermittent subsequent enrollment. Their modal number of classes attempted and completed is one (1). Based upon the SLS findings, it would appear that the claim of Special Interest Students upon public resources is minimal in comparison with those of Students in other Prototype Groups.

Follow-up data published in the SLS Reports indicate that Transfer students feel adequately prepared to pursue upper division course work, although the actual numbers of students in attendance at a CSUC or UC campus was small. A much stronger case for impact was found among Vocational Prototypes, who reported signficant shifts in type of employment (from Unskilled to Skilled), and in

advancement and compensation on the job. Among Special Interest Students, approximately 80% reported that their personal objectives had been "Completely" or "Partially" met during their enrollment. In the aggregate, the SLS Data and Findings indicate that the traditionally defined functions of the Community College are in robust evidence. A demonstrable shift away from Transfer function has perhaps occurred during the last decade; however, the number of recent high school graduates in the eligibility pool for entrance to UC or CSUC has diminished in the same period, and the intention of students to pursue Transfer goals has also measurably changed in favor of more clearly applied Vocational Preferences. The evidence further supports the inference that Special Interest functions do not present a significant claim on resources when compared with the traditional functions of Vocational and Transfer education.

In MacMillan's paper responding to the SLS, a total of ten (10) Policy Recommendations appeared. The Recommendations were based on MacMillan's stated assumption that consensus exists over two (2) key policy issues related to Accreditation, Assessment, and Quality Assurance:

- Consistent, reliable data are required as the basis of all educational quality assessments, whether voluntary or regulatory; compliance or contribution.
- Assurance of minimal performance (compliance) in a regulatory environment is a proper concern for agencies representing the public fiscal interest, while broader questions of institutional quality, development, and consistency with stated institutional mission and function are a proper concern for voluntary professional associations.

Given the assumption of some consensus, the major Policy Recommendations were:

1. In light of the demonstrated cost-effectiveness of the sampling procedures utilized in the SLS to follow up students in the California Community Colleges with accuracy at a level acceptable in sampling research, it is recommended that longitudinal, small sampling techniques be utilized to provide data to state and federal agencies, and in response to legislative inquiries appropriate to the segment.

2. It is recommended that comparisons among the segments be made, if necessary and appropriate, only on a basis of similarity of student Prototype, insofar as these Prototypes suggest a differentiation of clienteles among the segments of postsecondary education.

3. In light of concerns among Vocational Educators and the Committee on Educational Policy of the Board of Regents, University of California, it is recommended that continued follow-up be made of the existing SLS Sample to ascertain additional information about the Vocational and Transfer Prototype Students.

4. It is recommended that the appropriate agencies address the question of role and function of institutional research and large-scale consortium research activities in the processes of educational assessment and accreditation; further, that institutional research functions and capabilities be strengthened among the campuses and districts of the CCC's.

- Transfer Function of the California Community Colleges

The California Community Colleges have for many years been the major point of access to postsecondary education for high school graduates. As Knoell' paper points out, almost three-fourths of the recent high school graduatesenrolling in California public higher education are doing so in a Community College. While the SLS Data and Findings did not include any analysis of prior achievement of type of curriculum for recent high school graduates in the Sample, Knoell noted in her observations that the pattern of "inattention to secondary school articulation is regarded as a problem as the State attempts to increase the effective use of its scarce resources for funding of education at all levels." (Knoell, p. 6) Knoell's observation is relevant to the questions of articulation with other postsecondary education segments as well as with the secondary schools, for the Community Colleges continue to provide a major vestibule of entry to the CSUC and UC campuses: in 1980 - 81, the State University (CSUC) enrolled only 28 thousand first-time freshmen, compared with 46.6 thousand Community College transfer students. The pattern for the University of California is somewhat at variance

from the CSUC Transfer record. As Cohen observes in his paper, thirty (30) years ago (1950) Bogue reported that sixty (60) percent of the upper division students of UC Berkeley are transfers from other institutions, primarily the junior colleges; however, in 1980 only 12 percent of the University's upper division students were still coming from the community colleges. (Kissler, 1981)

The recent research completed by Dean Kissler (1980, 1981),and by the California Postsecondary Education Commission (1981, 1982) suggests concern in three (3) different areas of articulation between the Community Colleges and the four-year segment of Higher Education: 1) The decreased numbers of students transferring from the Community Colleges to the CSUC and UC systems, especially UC; 2) The relatively small proportion of Ethnic Minorities transferring from Community Colleges to senior institutions, and; 3) The relative success of CCC Transfers upon entry to the CSUC, UC systems. Inferences from the SLS concerning these areas of concern are somewhat difficult to draw because, at the time of completion of the Project, a relatively small proportion (.189) had actually transferred, although approximately 250 students not enrolled in a transfer institution indicated an intent to re-enter higher education at some future time, and an additional 400 or more indicated intent to transfer from the Community College in which they were enrolled within 2 additional semesters.

Among those who actually transferred, 68.4% reported feeling "Well prepared" for University work, and an additional 23.5% felt "Moderately Well prepared". The majority were receiving satisfactory grades, and were enrolled in majors related to their previous work in the Community College.

The SLS data presented a strong case that, as Knoell puts it, "students fitting the Transfer Prototype are a plurality which corresponds quite closely to the public's view of the traditional Community College student - - young, recently graduated from high school, enrolled in day classes, and more likely to persist than students in the other prototypes."

Addressing the issue of the relatively small proportion of Ethnic Minorities transferring from the CCC's to the senior institutions, the SLS data revealed a smaller percentage of full-time Transfer Prototypes among Black and Chicano students, as compared with with either the total SLS data sample or the total Transfer sample. The data provide a foundation for inferring that one reason for the low proportions of transferring Ethnic Minorities is the low proportion of full-time Transfer Prototypes in the study. The fact seems to be that relatively fewer Minority students are preferring to pursue a program of study leading to traditional UC or CSUC transfer.

In Knoell's paper, special attention was given to the SLS data indicating that approximately 20 percent of the potential transfers were still unsure during their fourth semester of enrollment about which institution to which they would be transferring. Noting the possibility that such indecision could lead to a considerable loss of time and credit, Knoell urged earlier and more structured counseling attention for the potential Transfer Prototype student.

Among the seven (7) Prototypes included in the Transfer Function, Cohen singled out the Technical Transfer for special attention. According to the definition offered in the SLS Final Report, the Technical Transfer has the following distinctive profile:

> The major is of relatively high status and technical (for example accounting, business, computer sciences, engineering or architecture). The Technical Transfer student is frequently mistaken for a Vocational Student, and in any reasonable world of post-secondary education is, in fact, a Vocational Student. (SLS Final; p. 1-31)

Cohen notes in his response paper that "more students who transfer have come from the occupational programs in the community colleges than from the collegiate or academic transfer programs." A reasonable inference, then, is that the Transfer Function is being strengthened in the CCC's because of increasing certification and/or status demands associated with technical occupations, and especially those in which career entry is becoming more restricted to those with less than baccalaureate training. In contrast with Technical Transfers, other students in the Transfer Prototype may enroll in a greater variety of academic transfer courses which do not require commitment to a definite line of study.

Summarizing his observations on the Transfer Function, Cohen observes that ". . .the community college has maintained its function as an institution in which people intending to obtain baccalaureate degrees matriculate." "However," Cohen continues, "it serves that function in a fashion differently from the way it did a generation ago." Some aspects of the difference are: 1) the lack of linear, sequential patterning in enrollment; 2) the tendency to extend enrollment in the community college beyond two years; 3) an evident priority of course selection over program selection; 4) an apparent sense of independence or divergence between student intention and institutional requisites.

From the response papers prepared by Knoell and Cohen, several recommendations pertaining to the Transfer Function can be drawn. To highlight these, consideration is suggested of the following:

1. It is recommended that Counseling and/or Academic Advising services to Transfer Prototype Students be expanded and strengthened. Such services would emphasize preliminary assessment of academic qualifications, early identification of the potential transfer institution, and increased communication of course content and standards to students and secondary institutions.

2. It is recommended that Citizens Advisory Committees be formed supportive of the Transfer Function in each CC District as a way of bolstering lay support for the Function and increasing its visibility in the community.

3. Recognizing that "Transfer" and "Vocational" distinctions are diminishing in utility, and that there is much confounding of the categories, it is recommended that a Liberal Arts Career major be planned and implemented to serve the needs of students working in service industries, small businesses, and agencies for which specific job training programs are not a prerequisite.

4. It is recommended that a merger or closer integration between academic support services and classroom instruction be encouraged in light of the apparent disparity between expressed needs of students and expressed satisfaction with such services as presently offered.

Further discussion of each of these recommendations may be found in the papers developed by Knoell and Cohen. In particular, Cohen's discussion of models for implementing the key recommendations, drawn from the experience of the Florida Community Colleges, should be explored.

- Vocational Education Function of the California Community Colleges

As noted earlier in this paper, SLS data indicate that 53.3% of the total SLS sample could be identified as having either a Broad or a Specific Occupational Major. These data were based upon observations of actual enrollment preferences rather than upon expressed choice of Major at entry. Insofar as the majority of SLS Students can be so identified, it seems that serious consideration must be given to the inference that Vocational Education has become the dominant Function of the California Community Colleges. Commenting upon this and other inferences from the SLS data were three (3) Panelists: Donald F. Averill, Gregory S. Ohanneson, and Henry Weiss.

All three (3) of these authors indicate that the face of Vocational Education is rapidly changing in reponse to widely influential forces in American society. Among these forces may be ennumerated:

- The diminishing national priority for investment in agencies or organizations concerned with promotion of social change.
- The changing demography of the work force: a simultaneous decline in the number of workers in traditional college-age cohorts and increase in the average age of the active work force.
- The transition of the economy from Industrial to Post-Industrial configuration, with increased investment in high technology, defense, and human services.
- The increased focus upon private industry as the appropriate locus of concern for revitalization of the economy and improvement of productive capacity.

Within such a social context, the CCC's have, in the opinion of the Panelists, been generally more responsive than other segments of the higher education community to such forces as those listed. By comparative standards, CCC's are judged to be more flexible, more responsive to changing demands in the workplace, and more accountable for public investment than the other segments.

This is not to say that improvement is not needed. There is, as Averill puts it, still a lot of room for growth, "but it is not a void in the system." In the Final Report, Sheldon indicated a strong case for the impact of Vocational Education experience upon Job Status. He noted that "between a quarter and a half of the students saw their jobs as better than they were previously." Furthermore, the data show that, during the SLS Project, the proportion of students in Unskilled jobs decreased; Skilled and Supervisory workers increased; Salaries were improved by an aggregate average of $ 2.09/hr. for workers on an hourly scale. Truly, the Vocational Function cannot presently be judged "a void in the system."

The three (3) Panelists were favorably impressed with the utility of the SLS Prorotypes. Ohanneson suggested that an improvement could be made in analysis and interpretation of data if a further differentiation could be made between Leisure Skills and Leisure Vocational Skills as separate Prototypes. However, all three (3) of the Panelists commented directly or indirectly upon those students comprising over 80% of the Vocational Function Prototypes (based on enrollment): The Job Seekers and The Job Upgraders. Of these two (2) Prototypes, the latter tends to reflect the impact of the changing configuration and demography of the labor force quite dramatically. By and large, Job Upgraders tend to be older than the average SLS student; they tend to be fully employed, and are pursuing specific competencies and/or certifications for advancement or promotion. Their objectives seem to be in sharp focus, and their commitments limited to completion of a single objective with as much efficiency as possible.

Job Seekers, in contrast to Job Upgraders, tend to be seeking initial entry into the labor force at a skill level which they expect to be improved by their enrollment in specific courses. As the SLS Reports indicate, however, students in this Prototype tend to include a significant number of persons who lack requisite academic and/or vocational skills to complete their objectives. As a group, the Job Seekers improved their status and salary less, rated their college experiences lower, were less satisfied with supportive services, and indicated a lower pattern of relationship between course of study and occupation than did other Vocational Prototypes. Not surprisingly, these students indicated a lower rate of intention of finishing courses and/or programs, and in fact had higher attrition than did other Prototypes identified in the Vocational Function. Taken together, the Job Seekers and Job Upgraders account for the lion's share of Vocational enrollments, but for differing reasons also account for the lion's share of attrition and dissatisfaction in the Vocational area.

Based upon their analyses of SLS data pertaining to the several Vocational Prototypes, Averill, Channeson and Weiss substantially agree in offering recommendations pertaining to curriculum and supportive services for the Vocational Function. Among the several recommendations, three (3) appear to have high priority for all of the responding Panelists:

1. It is recommended that a major emphasis be given to curriculum re-design, both in its content and in manner of delivery. In particular, strong consideration should be given to further development of competency-based, modular, individualized instruction. Such development should be reflected in funding priorities for special projects funded by or through existing State channels.

2. It is recommended that linkages between Colleges and their corresponding Business/Industry Communities be strengthened through improved advisory processes, development of contracted training in industrial/ business settings, and continuous updating of curriculum to meet changing local needs.

3. It is recommended that increased attention be given to assessment and academic advisement in order to assist students in specific Prototypes to meet objectives consistent with their needs, potentials, and stated intentions.

The three (3) Panelists appear to be unanimous in identifying the need for curriculum reform. In their collective judgment, strengthening direct ties with the local community of potential employers is a key to improving the Vocational Function. As Weiss summarizes: "If resources, not function, is the real problem and existing resources have truly been exhausted, then those who are served may have to help support the services they get." In context, Weiss' observation may apply with equal force to employers as well as to students.

- Counseling and Supportive Service Functions

One of the traditionally defined roles of the community college is to provide a comprehensive program of services to students, ranging from assessment and academic advising to financial aid and assistance with job placement. As resources have declined, many CCC's have openly questioned the value of such services in view of the fact that no direct financial return in the form of attendance revenues is generated by support service activities. A number of colleges have reduced the impact and visibility of such services at the campus level by re-structuring in such a manner as to eliminate the position of Dean or Vice President, Student Personnel Services. The recent historical context, then, is one in which the value of Counseling and Supportive Services is being questioned in light of contending demands upon constrained resources.

To assess the implications of SLS data for Counseling and Supportive Services, three (3) Panelists were selected: Louis Quint, Jack D. Bessire, and Margaret Dominici. Reflecting the historical context outlined above, Quint opened his remarks by identifying two (2) pressing issues in the areas of Counseling and Supportive Services:"1) how best to assist today's student to survice in a high technology world of tightening job markets, selective academic programs and increasingly complex educational offerings, and 2) how this counseling, guidance and placement function can survive amid downward spiraling budgets and increased emphasis on accountability."

What do SLS data indicate concerning the utilization and perceived effectiveness of Counseling and Supportive Services? In order to develop an answer to this question, Bessire developed a special tabulation of responses from 4100 SLS students from the Third Project Year, which produced the following results:

- 40.5% had utilized the Counseling Service.
- 20.1% had utilized the Tutorial Services or Learning Center.

- o 13.1% had utilized the Financial Aids Service.
- o 10.0% had utilized the Job Placement Service.
- o 8.9% had utilized the Career Planning Service.
- o 1.9% had utilized the Women's Center.

When student satisfaction was measured on the Third Year Sample, the following pattern emerged:

- o 91.9% reported being "Partially" or "Completely" satisfied with the services received in Counseling.
- o 96.4% reported being "Partially" or "Completely" satisfied with the services received in the Tutorial or Learning Center.
- o 86.4% reported being "Partially" or "Completely" satisfied with the services received from Financial Aids.
- o 55.9% reported being "Helped" or actually "Getting a Job" through the Placement Service.
- o 95.7% reported being "Partially" or "Completely" satisfied with their experience provided through Career Planning.
- o 94.5% reported being "Partially" or "Completely" satisfied with their contact through the Women's Center.

Taken together, the SLS data indicate a high level of utilization and satisfaction with Counseling and Supportive Services. As Bessire points out, the data are made more remarkable by the fact that student self-reports of need for such services in the initial year of the Project were consistently below the patterns of actual subsequent use.

The SLS data also revealed some areas of particular need for further research. For example, sample sizes were generally too small to base any conclusions pertaining to handicapped, "non-traditional", and "re-entry" students. Further, generalizations concerning the effectiveness and/or impact of Financial Aids Services were limited by the fact that SLS data did not include eligibility information sufficient for comparative follow-up of persistence and performance.

All three (3) of the Panelists responding to Counseling and Supportive Service implications of the SLS data agreed that the identification of

students by Prototype contributed greatly to the literature on the community college. One author went so far as to recommend that the Prototypes be included in Title V of the California Administrative Code as descriptive of the major functions of the community college. The diversity of Prototypes also raised some important questions concerning the preparation of Community College Counselors and other Support Service Staff to meet identified needs of the diverse student population. Quint in particular points out the disparity between the traditional pattern of preparation and certification for the Counselor and the current realities of student demand and need. As noted above, the disparity is particularly evident among some of the Vocational Function Prototypes.

Dominici, centering upon implications for the Admissions and Records function, noted the SLS finding concerning ZAUS students - those with zero active units at measured points of accountability. The SLS findings indicate that the incidence of ZAUS was higher in those colleges with early registration. In general, the greater the distance between commitment and opening class date, the higher the incidence of ZAUS. The finding presents two (2) dilemmas: 1) How to encourage early academic assessment, advisement and planning without offering an incentive in the form of early enrollment to students who take advantage of such services, and; 2) How to assure a pattern of equitable evaluation of student progress in a context of diverse local policies pertaining to the award of penalty grades to ZAUS students whose names appear on the final class rosters. Title V provisions notwithstanding, inequities do occur in matters of probation, dismissal, and penalty grading, as Knoell pointed out in her Through the Open Door series of reports.

The three (3) Panelists developed an aggregate total of twenty (20) recommendations pertaining to the Counseling and Support Services Function. Of these, the following four (4) seem to represent areas of priority concern.

1. It is recommended that student self-assessment methods for identification of special needs at entry and upon re-enrollment be augmented by more objective techniques for recognition of individual student needs, as differentiated among the various SLS Prototypes.

2. It is recommended that consideration be given to modifying the requirements for certification of Community College Counselors to reflect appropriate preparation in areas of need among Vocational students, Handicapped, Re-Entry, and other "non-traditional" student sub-groups.

3. It is recommended that greater emphasis and priority be given at the campus level to Career Planning and Job Placement functions, including Job Development. The Job Seeker Prototype students should be given particular attention through these services. Increased access to these services by Evening Students should be assured.

4. In light of the SLS data pertaining to ZAUS students, consideration should be given to adopting registration and pre-enrollment service procedures that will assure the greatest level of active enrollment and persistence beyond the first census period.

Readers should consider the remaining recommendations offered by the three (3) Panelists, for these tend to indicate more specifically how each of the recommendations above might be translated into policy and procedure at the campus level.

- Fiscal Implications of the Statewide Longitudinal Study

A number of the findings of SLS bear directly upon current fiscal policy issues facing the California Community Colleges. To assess the implications of these findings, Richard W. Goff was invited as a Panelist to offer his assessments and recommendations.

At the outset, Goff quotes from Knoell's Missions and Functions paper, cited earlier in this report: "If choices and priorities are not made, the result will probably be to do everything less well and some things unsatisfactorily." Goff's contention, now shared almost universally among California Community College leaders, is that we are in the midst of a changing fiscal order, with the finance era of 1955 - 1979 having passed forever.

A number of Goff's observations are echoed in those of Panelists whose views have already been cited. Two (2) major themes emerging from the SLS data, as viewed from a fiscal perspective, are: 1) improvement of institutional efficiency, and 2) identification of appropriate and equitable cost-sharing methods which will enable the CCC's to serve a diverse student population while at the same time maintaining fiscal integrity. The importance of these two (2) themes has recently been echoed by J. Wade Gilley in The Chronicle of Higher Education (November 24, 1982, p. 26) Improved efficiency and shifting cost burdens away from the public sector are consistent with what Gilley labels a shift in state and federal policy toward "supply side" higher education policy. Two (2) evidences of this shift are occurring at present throughout Higher Education in the United States. As Gilley states:

> First, the federal government is backing away from stimulating demand, as shown by last year's cut in student financial-aid programs and the ominous signs for this year.
> Second, the states are shifting to a philosophy of supplying programs designed to meet state needs at least as much as individual needs. Tax resources, competing programs, economic development, and quality of programs are now as important as meeting all the demands on state government at some level of quality. Thus in state-supported higher education the country is in transition from stimulating and meeting demand to supplying programs of interest to the corporate state.

In California, faced with a certain deficit in State revenues, the CCC's are certain not to be able to maintain at public expense all of the full range of programs and services once taken to be the defining norm of the comprehensive community college.

Goff bases the majority of his recommendations on fiscal questions or opinions directly related to the several Prototypes. Several are singled out for special notice. Among these are:

- o The Undisciplined Transfer Students - for whom, "from the traditional economic view, the college and the taxpayer had cost without much benefit."

- o The Intercollegiate Athletes - "From a cost standpoint, intercollegiate athletics generate 50-100 more cost per F.T.E. than it does in income." Further, "a significant proportion of this group is exposed to injuries and 'working conditions' which cause injuries resulting in high insurance rates." However, "intercollegiate athletics are and should be a local community priority placement option."

- o The Job Seeker - "These students use the college in a manner which is efficient and effective for them, but very inefficient and somewhat ineffective for the college." However, "Overall, Job Seekers represent an economic benefit to soeciety and their training at public expense is warranted. . . ."

- o Leisure Skills Students - "Prior to the present economic crunch it was nice that community colleges offered this service. Now we must look at this group of students and recognize there is no economic return to society for this effort."

- o The Basic Skills Student - "From an economic standpoint, instructionally aiding Basic Skills Students yields a high return to society. Preparing a student for employment and participation as an informed citizen has a very positive societal cost/benefit relationship."

Based upon these and other observations, the following four (4) policy recommendations may be adduced from Goff's paper:

1. It is recommended that, insofar as Student Prototypes reflecting "demand" preferences can be accurately associated with course offerings (i.e., License Maintainers, Leisure Skills Students), consideration should be given to developing fiscal policies which will require those who benefit to directly share in the costs of instructional services.

2. It is recommended that a Community College Finance Plan accurately reflecting current base costs of instructional and support services to a largely Vocational Student population be developed and implemented as a matter of State priority.

3. It is recommended that Counseling and Support Services be made more effective and efficient for designated Prototypes (i.e., Undisciplined Transfers, Job Seekers, Basic Skills Students) in order to improve the overall cost/benefit ratio of the CCC's.

4. It is recommended that a policy determination be made concerning the appropriate educational agency to be designated as provider of Basic Skills education, defined as that level of education required to prepare academically deficient students for reasonable competition in courses offered at the post-secondary level. As a matter of public policy, such education should be funded at a level commensurate with public support of all other forms of education in the public interest.

Concluding Observations

The Statewide Longitudinal Study, as indicated by the several perspectives of the reviewing Panelists, provides a foundation of well defined and clearly analyzed data from which a number of key policy decisions may spring. The SLS findings were enhanced by the creative and perceptive dimension of Prototyping, as a result of which the persistence and performance patterns of significant sub-populations of students could be documented more clearly and accurately than in any previous descriptive study. The Study was further enhanced by the confluence of history and opportunity. At no time since before the rapid expansion of the CCC's in the 1960's has there been a greater need for accurate and comprehensive descriptive data to bring to bear on policy questions which will determine the future of Community College Education in California. For this

reason alone, it can be anticipated that SLS will be quoted and misquoted throughout the '80's; that contending forces will each cite a statistic or a finding from SLS to bolster a position before a local board, a legislative committee, or the Board of Governors.

What has been presented in this paper is a cursory review of the professional observations and recommendations of a Panel of Reviewers representing diverse expertise and experience in California higher education. While many additional observations and recommendations are to be found in the text of each Panelist's own separate paper, it is hoped that the general tone and content of the Panel's opinion has been accurately, if not comprehensively, reflected in these pages.

In closing, it must be stated that the California Community Colleges owe an enormous debt of gratitude to those who designed, directed and completed the work of the Statewide Longitudinal Study. The work will stand as a tribute, not only to the individual researchers whose names appear in principal authorship of the several reports, but also to the continuing spirit of cooperation which made such a sustained research effort possible. It is, perhaps, that spirit which is the foundation of hope for the future of the California Community Colleges.

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